

IOWAccess Project 12

Automated Booking Station

Mission

The purpose of the Automated Booking Station Pilot Project is to increase the completeness and accuracy of the criminal history records and provide for a faster response time to local law enforcement, from both the DCI and FBI on fingerprint card submissions. It will also reduce the amount of time required for law enforcement personnel to process suspects who are arrested in Iowa. To accomplish this, the committee identified, procured, installed, and is maintaining two live scan systems, and will perform an evaluation in a timely fashion. The live scan systems installed at two sheriff's offices will allow for the transfer of fingerprint images and demographic data from the fingerprint cards electronically as opposed to a manual process.

List of Members

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Section 1 P Approach

The Department of Public Safety, Division of Criminal Investigation (DCI) is the central repository for criminal history records in Iowa. The law requires all sheriffs' offices and police departments to submit fingerprint cards to the DCI on all persons arrested for a serious misdemeanor or above. The Department of Corrections is to submit fingerprint cards on all inmates who enter a state correctional facility, as well. The fingerprint card is the source document used by the DCI to establish a criminal history record because it ensures positive identification on records that may have like names or dates of birth. Each year, law enforcement submits over 65,000 fingerprint cards to the DCI. Fingerprints currently are submitted by the traditional method of using a standardized card and printer's ink. This requires the booking officer to roll fingerprints separately on the FBI card, the DCI card, a local card, and type demographic information on each card. The FBI and DCI cards are then mailed to the state, and the state forwards the FBI fingerprint card to West Virginia through the mail.

Certain demographic information is typed on the state fingerprint card and the FBI fingerprint card. In addition, the state requires a disposition form to be started by the arresting agency and submitted through the county attorney to the clerk of court. Upon final disposition of a case, the clerk of court sends that information to the DCI to post to the criminal history record, which has been established. Legal requirements establish thresholds for the submission of fingerprint cards and disposition reports. Policy and procedures establish guidelines as to what minimum data elements are needed in order to maintain the records in the central repository.

Audits that have been done have demonstrated that fingerprint cards have not been submitted in a timely fashion and required data elements have been missing. This has resulted in the need to send fingerprint cards back to the local law enforcement for reprinting. The audits have revealed that in many instances the local law enforcement agency is unable to reprint the subject and submit the necessary information. Poor quality fingerprinting has also resulted in a rejection rate of approximately 12% of the fingerprint cards submitted. Rejection for either a lack of data elements or poor fingerprinting that are not resubmitted to the DCI mean that those prints are not in the Automated Fingerprint Identification System (AFIS) computer and, thus, not available to match against future fingerprint card submissions and latent print searches.

The purpose of this pilot project is to provide a method of automating the booking process, which includes the electronic transfer of images and data from the largest counties in the state based on population and number of fingerprint cards currently submitted. The booking system would include the capability to not only electronically capture fingerprint images and demographics, but also capture photographs of the subject and store them in a central mug shot server.

DCI fingerprint technicians and support personnel do quality control on the fingerprints and demographics submitted, and enter them into a criminal history and computer database as required by law.

Some of the goals that will be accomplished by the project are as follows:

- Fingerprint images and demographics will be transferred from the local booking site to the central AFIS site immediately upon completion of the booking process. The law currently requires that they be submitted within two days.
- There will be a significant reduction in the number of fingerprint cards that the technicians are unable to classify (UTC). Currently, 12% of the fingerprints are rejected. With the booking station software, evaluation of the quality of fingerprints can be done prior to the electronic submission.
- Disposition reports will be printed out immediately as the DCI and FBI fingerprint cards are electronically transferred. This will significantly reduce the errors on the disposition form to less than 2% since the data entry process will be done once rather than separately on the fingerprint cards and disposition form.
- The fingerprint images will be compressed using the ANSI/NIST standards. Eventually with full criminal history and live scan interface, this compression will allow the central AFIS site to electronically transfer the same images and demographic data directly to the FBI in West Virginia.
- Redundant data entry functions done on the FBI, DCI, local fingerprint card and disposition form are eliminated. Data is entered once on the live scan, and relevant information is printed on the forms as needed.

The project team involved law enforcement agencies at the local, county, state and federal levels to offer advice on how best to accomplish the project's mission. Since the Department of Public Safety already had an AFIS system installed, the booking station was identified using the current vendor to ensure compatibility with hardware and software needs.

Although this project is a law enforcement initiative, it does have direct impact on public safety. Criminal history records are created only with the receipt of a complete and accurate fingerprint card. Under the traditional methods, fingerprint cards were received anywhere from seven to 28 days after the booking process. This meant that the creation of criminal history records used by both law enforcement and the public would not be on line and accessible for as much as a month after an arrest occurred. There is strong support in the law enforcement community for a live scan system that will electronically submit fingerprint cards to the central AFIS site immediately. This means that criminal history records will be posted and accessible to the law

enforcement community and to the public one day after the booking process occurs rather than up to 28 days. Law enforcement is encouraged by this response time.

The three agencies selected to participate in this pilot project were identified because they represent between 20-25% of all fingerprint cards submitted to the central repository. Polk County, the largest contributor of fingerprint records, had begun the procurement of its own live scan system and, thus, became part of the pilot project as matters developed.

The committee members, as well as staff from the pilot sites, all participated in the process of identifying the needs and assisting in site preparation.

Live scan booking stations in Iowa will serve several needs:

- Law enforcement will be able to take fingerprints and submit them electronically instantaneously.
- The software allows for immediate feedback as to the quality of those prints and, thus, significantly reduces submission of poor quality prints.
- The software also requires that certain data elements be completed before the booking process is done.
- Required data elements are captured and electronically transferred with the images.
- Using a live scan booking station as opposed to the traditional manual method reduces errors in quality, accuracy and completeness.

The FBI is establishing an Automated Fingerprint Identification System that will allow for the electronic transfer of images and demographics as required by law. This system will allow the larger agencies in Iowa to submit this information to the central AFIS site and eventually to the FBI. The entire process will improve the speed, accuracy and timeliness of the transmission of fingerprint images and criminal history records.

The approach used by the Project 12 Team included identifying a suitable live scan system compatible with the state AFIS system. Since mug shots are not currently being kept by the central repository and are often necessary for investigative matters, the project team included the mug shot system as a requirement.

The vendor selected for the booking station was the same vendor who had installed the AFIS system in the Department of Public Safety in 1988. No other vendor had the ability to interface a live scan/mug shot system into the current AFIS vendor. Therefore, the selection was made on a sole-source basis. In addition, the current AFIS vendor had demonstrated in other states

that they had a product which could fulfill the needs of this project mission. DCI personnel talked to other states that had AFIS and live scan technology to solicit input as to problems. During the procurement process, the DCI continually discussed needs that were unique to Iowa with the vendor, and made several changes to the software to ensure that it met the needs of the law enforcement community.

Section 2 P Cost/Benefit Analysis

Project 12 started the planning stages in May of 1997, and will complete its initial objectives by December of 1998. During that time, compatible live scan booking stations were identified, procured, installed, tested, and implemented. The evaluation of the project was done on both a monthly basis starting in August of 1998 and by a special audit in November of 1998.

Since the Booking Station Pilot Projects will be permanent installations, both a monthly evaluation of the quality of fingerprints as well as a major audit every three years will be done as part of the normal evaluation process on the Criminal History Record Section of the DCI.

The cost of the two live scan systems and major upgrade of the central AFIS site was \$813,500. This was broken out accordingly:

Two (2) live scan station 2000	\$130,000
One (1) NIST server/tape NIST archive	\$175,000
One (1) CCH interface software package	\$25,000
Two (2) disposition report generation software	\$12,500
One (1) TP 2000 server	\$75,000
One (1) input station 2000U	\$140,000
One (1) NIST archive RAID upgrade	\$45,000
One (1) MSS 2000 mug shot subsystem server	\$145,000
Two (2) mug shot display stations	\$42,000
Two (2) live scan station 2000 mug shot upgrade	\$24,000

It is anticipated that the system will cost local law enforcement approximately \$205 per month for a 56k phone line. DCI will also be paying additional maintenance costs after the one-year warranty expires on the live scan stations and upgrade. This may result in an additional \$75,000 per year on the maintenance costs.

The benefit to law enforcement and the public will be "value added" to the criminal history records maintained by the central repository. The criminal history records are relied upon by law enforcement each day to make investigative decisions. The criminal justice community relies upon the quality and accuracy of criminal history records to make prosecutorial decisions, sentencing decisions and parole/probation decisions. In addition, the criminal history records in Iowa became open to the public July 1, 1996. Over 100,000 requests for criminal history records are received by the DCI each year from employers, as well as youth service agencies. Incomplete and/or inaccurate criminal history records can seriously jeopardize the safety of the citizens of Iowa if decisions are made using bad information.

The three (3) live scan sites working by September of 1998 and the four (4) additional sites that will be installing live scan by the summer of 1999 will spend less time on the fingerprinting process which will result in time savings by the booking officers at each site.

Section 3 P Evaluation

Rejected fingerprints could have a significant impact on public safety. Fingerprints are the source document used to create a criminal history record in the central repository at Public Safety. They are the only absolute means of positive identification. If prints are rejected, no criminal history record is established even if the person is subsequently convicted in court. Criminal history records became public in Iowa on July 1, 1996. In fiscal year 1998, over 123,000 requests were received from non-criminal justice agencies for criminal history records. Most of these were for licensing or employment purposes that dealt with the care of children or the elderly. If acceptable fingerprint cards are not received to allow for a record to be established, some applicants may be hired for sensitive positions who otherwise might be rejected due to their criminal history record.

The live scan project was evaluated for ***accuracy, timeliness, completeness, and efficiency*** against a baseline audit done of both pilot sites in 1996 when the test sites used the traditional method of fingerprinting. The traditional method included using printer's ink and rolling the prints on three different cards. Typing information into required data fields on each card had to be done before submission of the prints to the central repository by mail.

The auditors in 1996 took a random sampling of twenty-five (25) fingerprint cards that had been submitted within the previous five (5) years. The special audit done on Project 12 used a sampling of one hundred (100) cards submitted from each site electronically by live scan from August 4, 1998 through November 6, 1998. The same criteria were used for both audits. More fingerprint cards were analyzed in the special audit to give greater scrutiny to the new technology. Results are presented in percentages as well to make a valid comparison of data elements.

Accuracy was measured by evaluating the number of fingerprint cards rejected because the fingerprints could not be classified and thus not kept in the automated fingerprint identification system (AFIS). Rejection is defined as "a ten-print card received that has six or more digits out of 10 that can not be classified and are not corrected and resubmitted by the law enforcement agency taking the prints." In 1996, six (6)% to twelve (12)% of cards received were rejected for this reason. These were mailed back to the locals hoping that the subject could be reprinted. With mailing time, most of the subjects had been released from jail and could not be re-printed.

The second criterion measured was ***timeliness***. The law requires that fingerprint cards be submitted to The Department of Public Safety within two working days after they are taken. This requirement, if met, would allow for the timely establishment of a criminal history record in the central repository.

The third criterion evaluated was ***completeness***. The fingerprint card requires many data elements. Some of the elements are mandatory in which case the card will be rejected if

omitted. Data such as last name, first name, date of birth, and tracking number fall into this category. Some data items are very important for future use by law enforcement but will not cause rejection. Examples of such data include height, weight, social security number, and hair color.

The following chart illustrates the results of the current live scan audit compared to the baseline audit done in 1996:

LINN COUNTY				SCOTT COUNTY				
	1996 Audit		Live scan Audit		1996 Audit		Live scan Audit	
Submitted/Rejected	Ukn./ (Est. 6-12%)		804/1 (.001%)		UKn/(Est 6-12%)		439/1 (.002%)	
Avg. Sub. Time	15 days		1 day		27 days		1 day	
Tracking Number*	16%	(4)	100% (100)		60%	(15)	100% (100)	
Last Name*	100%	(25)	100% (100)		100%	(25)	100% (100)	
First Name*	100%	(25)	100% (100)		100%	(25)	100% (100)	
Middle Name/initial	100%	(25)	99% (1)		100%	(25)	100% (100)	
Country of Birth	96%	(24)	100% (100)		8%	(2)	98% (2)	
ORI*	100%	(25)	100% (100)		100%	(25)	100% (100)	
Aliases	100%	(25)	100% (100)		92%	(23)	100% (100)	
Caution Indicator	100%	(25)	97% (3)		100%	(25)	91% (9)	
Place of Birth*	100%	(25)	100% (100)		100%	(25)	100% (100)	
Date of Birth*	100%	(25)	100% (100)		100%	(25)	100% (100)	
Skin Tone	100%	(25)	100% (100)		100%	(25)	100% (100)	
Sex*	100%	(25)	100% (100)		100%	(25)	100% (100)	
Race*	100%	(25)	100% (100)		100%	(25)	100% (100)	
Height	100%	(25)	100% (100)		100%	(25)	100% (100)	
Weight	100%	(25)	100% (100)		100%	(25)	100% (100)	
Eyes	100%	(25)	100%		100%	(25)	100% (100)	

Hair	100%	(25)	(100) 100%	100%	(25)	100%	(100)
SSN	100%	(25)	(100) 98%	100%	(25)	94%	(6)
Ag. Case No. (OCA)	100%	(25)	(2) 96%	100%	(25)	0%	(0)
Date of Arrest*	100%	(25)	(4) 100%	100%	(25)	100%	(100)
Official's Sig.	100%	(25)	(100) 100%	100%	(25)	100%	(100)
Sub. Sig.	100%	(25)	(100) NA	100%	(25)	NA	
Offense Descrip.*	100%	(25)	100%	100%	(25)	100%	(100)
Iowa Code	100%	(25)	(100) 100%	100%	(25)	100%	(100)
NCIC Code	20%	(5)	(100) NA	60%	(15)	NA	
Basis of Caution	100%	(25)	97%	100%	(25)	97%	(3)
Scars, Marks, etc.	0	(25)	(3) 98%	100%	(25)	99%	(1)
Juvenile Ind.	100%	(25)	(2) 100%	100%	(25)	99%	(1)
	n=25		(100) n=100	n=25		n=100	

* Mandatory Fields Required or Submission Rejected

Analysis of Data

Since August 4, 1998, Scott County has submitted 439 fingerprint cards and Linn County 804 cards electronically to the central repository. None of the audits in 1996 kept specific detail of rejections from each agency. However, there was an overall rejection rate of 6% - 12% of submissions from all law enforcement agencies that are required to send fingerprint cards to the central repository. It is safe to conclude that these two agencies also had the same rejection rate. There has been significant improvement in the **accuracy** rate during the first three months of the live scan project. Of the 804 fingerprint cards submitted by **Linn County**, only one has been rejected. This represents .001% of their cards electronically submitted. **Scott County** has submitted 439 cards with only one rejection, representing .002% of their submissions.

The next performance measure evaluated was **timeliness**. This also showed a very significant improvement with live scan. In 1996, **Linn County** averaged fifteen (15) days submission time even though the Iowa Code requires submission within two working days. **Scott County**

averaged twenty-seven (27) days. This meant that criminal history records relied upon by law enforcement and the public were not created and available for at least 16 and 28 days respectively (records posted within one day of receipt of fingerprint card). Live scan transmission has allowed for records to be created and posted within one day of the booking process. Thus, criminal history records from **Linn County** are submitted fifteen (15) earlier than under the traditional method and twenty-seven (27) days earlier from **Scott County**.

The preceding table also compares **completeness** of information that is submitted with the fingerprint card. Special attention should be paid to data elements that are mandatory (automatic rejection if not included). All but one of the mandatory data fields were completed on all cards sampled in both audits. The one exception is completion of the mandatory "tracking number" data field. The tracking number is very important. This allows the central repository to link the arrest cycle with a final disposition from the court once the case is complete. Linn County completed this field only 16% of the time in 1996. Scott County included this field only 60% of the time. Live scan technology has significantly improved completion of this required data field. The audit has revealed that both test sites are now submitting this mandatory data element 100% of the time.

Other data fields included on the fingerprint card that are not mandatory demonstrated no significant difference between the audits in percentages that adversely affect the quality of the cards submitted from either test site.

A survey of the two pilot sites for **efficiency** indicates that in their opinion they are not saving booking time yet by using live scan vs. the traditional method. The live scan system has a significantly longer learning curve and a higher familiarity period than the traditional method. Time saving in the booking process can not be accurately measured until the system has been used for at least one year. However, redundant data entry requirements have been reduced with live scan since multiple cards and the disposition report can be printed at the same time by only entering the demographic information once. Although this has not yet resulted in saving time, it is anticipated that it will do so over a longer period of time.

Section IV P Future Plans – Conclusions & Recommendations

The primary continuing expenses associated with Project 12 are maintenance costs associated with the live scan equipment at remote sites and additional AFIS equipment at the DCI headquarters in Des Moines, and the monthly cost of the 56K and T1 data lines. Maintenance costs typically equal 10% of the purchase price of the equipment, or \$41,000 for the equipment purchased through the IOWAccess program. For FY99, the manufacturer has provided a one-year warranty on the majority of the hardware and software, so the vendor will cover any repairs or maintenance during the first year of operation. The DCI received a general fund appropriation of \$224,000 for maintenance fees on AFIS equipment not covered under the warranty. The local agencies have agreed to pay the monthly cost of the 56k lines, approximately \$205 per month total for the three lines. The DCI will continue to pay for the T1 line needed for the central site to the local phone company.

The local agencies participating in the installation of a live scan and mug shot system have committed to pay the monthly data line fees and keep the equipment working. Iowa law requires that local agencies take fingerprints and submit them to the Department of Public Safety and the FBI. These agencies therefore must use the equipment or revert to the old method of taking prints with ink and card stock. The new technology will be faster and more accurate. Therefore, the agencies involved will have a continuing incentive to maintain the new live scan and mug shot equipment. The local agencies will continue to pay the monthly cost of the 56k lines, approximately \$205 per month total for the three lines. The DCI will continue to pay for the T1 line needed from the central site to the local phone company.

This project should be maintained due to the efficiency and accuracy that result from the live scan systems. Current law requires local agencies to submit fingerprint cards to the DCI. If this system is not maintained, then those law enforcement agencies which currently have live scan systems would have to revert to a manual method of submitting fingerprint cards as required by law. In addition, the FBI is going to require the states to submit fingerprint images and demographic data within the next several years electronically. In order to interface with the FBI, this system must be maintained so that eventually all of the information can be electronically submitted to the FBI as part of the National Criminal History File.

It is anticipated that by the summer of 1999, the live scan software can be interfaced with the criminal history software. This would allow not only for the electronic submission of fingerprint images and demographics, but also would populate the criminal history database directly from live scan transmissions. When this occurs, it will attain a ten-year FBI goal of creating electronic transmission of fingerprints and criminal history information from local booking agencies through the state system to the FBI.

The pilot sites will be maintained by means of a maintenance contract entered into between the Department of Public Safety and the live scan vendor. This maintenance contract covers hardware and software purchased by the state, which includes live scan and the central AFIS site. The Department of Public Safety will be responsible for identifying needed hardware and software components. Since the law requires that fingerprints be submitted to the department, this live scan project will be part of the fingerprint process in the future. All updates will be identified by the Department of Public Safety and installed at the pilot sites as needed.

Since the two pilot test sites have been operational, one new live scan system has been funded through a federal grant and will be placed at the Oakdale Correctional Facility. In addition, another federal grant has allowed Dubuque County, the Des Moines Police Department and Pottawattamie County to obtain funds to purchase their own live scan systems. The DCI has received another federal grant that will allow for the purchase of two more live scan systems. The Davenport Police Department and the Black Hawk County Sheriff's Office have both requested live scan systems be placed at their facilities. In addition, the Polk County Sheriff's Office has purchased a live scan system, which should be operational within the next several months. This means that within the 18-month period that this pilot project started, the process has started to purchase and place another seven live scans at law enforcement facilities in the state. Eventually this technology should be more cost-effective, and hopefully that will produce other law enforcement agencies purchasing their own live scan devices. Project 12 has allowed for the central site to have the needed infrastructure to receive fingerprint cards from as many as three vendors that are now certified by the FBI. This expansion will allow for even greater completeness and accuracy of criminal history records, and have that information posted on-line to the law enforcement community and public much faster.

The information concerning the live scan system is passed on to the law enforcement communities by means of news releases, magazine articles, organizational meetings, grant funding solicitations, and demonstrations put on by the live scan sites. Other police and sheriff's offices will receive this information from the local, county or state agencies, which in turn will result in an interest in adding this technology to their agency.

Information on Project 12 has been/will be publicized by several different methods:

1. On March 17, 1998, the DCI sent a letter to eight (8) sheriffs or chiefs of police in the larger counties alerting them to potential grant money to procure live scan technology. Based on communication, the Des Moines Police Department, the Pottawattamie County Sheriff's Office and the Dubuque County Sheriff's Office applied for and received grant funds to purchase their own live scan/mug shot systems from the Governor's Alliance on Substance Abuse. All three will be delivered and installed by the summer of 1999 and will interface with the central AFIS site at DCI.

2. The DCI contacted the Iowa Medical and Classification Center at Oakdale to solicit interest from them in participating in the live scan project. Oakdale processes all subjects sentenced to Iowa's prison system, and is required by law to submit fingerprints to DCI as part of the criminal history file. Oakdale agreed to participate based on this solicitation. In June, DCI received grant money from the Governor's Alliance on Substance Abuse and ordered a live scan for Oakdale. This will be delivered and installed in the Spring of 1999. Not only will Oakdale send fingerprints as required by law, but will send mug shots that will be stored in the subserver at the central site and made available to the other live scan systems.
3. On July 6, 1998, the DCI sent letters to 14 of the largest police and sheriff's offices, soliciting interest in live scan technology. It is anticipated that Public Safety will receive funding from the Bureau of Justice Statistics under the State Identification System (SIS) grant to procure two more live scans systems. The Black Hawk County Sheriff's Office and the Davenport Police Department expressed desire to have live scan systems placed at their facilities.
4. On August 3, 1998, the Scott County Sheriff's Office made a public news release about their agency being the first one to go live with fingerprint submissions to the DCI. When all three live scan sites are operational, the Commissioner of Public Safety will issue a release concerning the live scan project and value to law enforcement and the public.
5. The Commissioner will also submit an article concerning the live scan project for publication in the next quarterly magazine of the Iowa State Sheriffs and Deputies Association. The Commissioner will also highlight the automated booking system during his periodic meetings with the board of directors of the various state level law enforcement organizations.
6. The AFIS Committee, comprised of four sheriffs and four police chiefs, will meet with the Director of the DCI on November 30th to review requests from agencies receiving grant funding for live scan to authorize interfacing with the central AFIS site.

When fully operational, the automated booking station (live scan) system will significantly improve the timeliness of submission of fingerprints, their accuracy and completeness. Under the current method, booking officials must use printer's ink and card stock provided by the DCI and FBI, and must complete a required disposition form. The live scan technology will eliminate redundancy. Live scan will allow demographics to be typed once and printed in appropriate areas of the DCI and FBI fingerprint cards and disposition form.

The law requires that the fingerprints be submitted to the DCI within two working days. Audits have revealed that agencies retain cards longer and mail them in bulk once or twice a month. Live scan will allow instantaneous electronic submission. Because the fingerprint card is the

source document needed to create a criminal history record, this technology will allow records to be created and thus available to both law enforcement and the public days and even weeks sooner than the current process allows.

Live scan technology also facilitates making certain data fields mandatory before submission can occur. Live scan systems require fields to be completed and therefore ensure accurate and complete records are submitted to the central site within time limits required by law.

This project will be part of the ongoing quality assurance audits that will be done on local law enforcement every three years. It will be expanded to include any other sites that purchase live scan systems that are submitting fingerprint cards electronically to the DCI. The monthly evaluations that are part of the management review system and include the data dealing with classifiable fingerprints will also be done on a monthly basis.

Project 12 provided the infrastructure to allow electronic submission of fingerprints from local law enforcement to the state and eventually to the FBI. The goal is to receive no less than a two hour response time to the local booking station so that positive identifications can be made of wanted subjects who otherwise might evade detection through the use of a false identity.